

ADMINISTRATIVE - INTERNAL USE ONLY

D/FOIS Chrono

ROUTING AND RECORD SHEET

SUBJECT: (Optional)

NO.

FBIS-0245/86

DATE

25 July 1986

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Deputy Director for
Science and Technology
Room 6E45 - Headquarters

Evan,

Language Use impact analysis
for Production Group. I hope you
find the attachments persuasive.

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ADMINISTRATIVE - INTERNAL USE ONLY

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FBIS-0245/86
25 July 1986

MEMORANDUM FOR: Deputy Director for Science and Technology

FROM:

Director, Foreign Broadcast Information Service

SUBJECT: Language Use Award

1. In accordance with your request I have defined a program of grade advancement for those individuals in danger of losing the Language Use Award. This has been computed for full compensation and, as an alternative, 70% compensation. The annual dollar impact is also provided. Convinced that canceling the award is wrong and against the trend elsewhere in the Government, I have attached additional material in the hope that the Executive Director can be persuaded to change his mind on this issue.

2. One hundred and fifty-two Production Group FBIS Intelligence Officers, ranging from GS-07 to GS-13, currently receive a Language Use Award. The most obvious step to compensate these employees for termination of the Award would be to advance them to a level on the pay scale so that their base pay would approximate the compensation they are now receiving with base pay plus Award. This is summarized by grade and numbers of employees as follows:

2	employees - GS-07 within grade step increases	\$ 4,158
0	- promotions from GS-07 to GS-08	
2	- GS-08 within grade step increases	9,870
0	- promotions from GS-08 to GS-09	
8	- GS-09 within grade step increases	39,985
1	- promotion from GS-09 to GS-10	7,007
11	- GS-10 within grade step increases	39,200
1	- promotion from GS-10 to GS-11	7,644
10	- GS-11 within grade step increases	42,192
1	- promotion from GS-11 to GS-12	7,521
58	- GS-12 within grade step increases	221,944
22	- promotions from GS-12 to GS-13	114,968

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SUBJECT: Language Use Award

30	- GS-13 within grade step increases	116,529
6	- promotions from GS-13 to GS-14	24,588
Total cost per year (100%)		\$635,606

Note: The current LUA system is costing approximately \$730,000 per year. The difference between this figure and \$635,606 is due to the fact that in calculating the appropriate step for each employee receiving 100% of the award amount, the step closest to, but not exceeding the award amount plus base salary, was used.

3. As an alternative, an identical analysis based on 70% compensation results in the following:

2 employees	- GS-07 within grade step increases	2,910
0	- promotions from GS-07 to GS-08	
2	- GS-08 within grade step increases	6,909
0	- promotions from GS-08 to GS-09	
9	- GS-09 within grade step increases	32,894
0	- promotions from GS-09 to GS-12	
12	- GS-10 within grade step increases	32,791
0	- promotions from GS-10 to GS-11	
11	- GS-11 within grade step increases	34,801
0	- promotions from GS-11 to GS-12	
67	- GS-12 within grade step increases	192,256
13	- promotions from GS-12 to GS-13	43,649
34	- GS-13 within grade step increases	92,560
2	- promotions from GS-13 to GS-14	6,216
Total cost per year (70%)		\$444,986

4. If such procedure is approved I recommend using the 70% solution. This analysis was done because an increase in the base pay of these employees potentially represents a sizable increase in their retirement high-three salary and thus a considerably higher annuity. The 30% reduction in the LUA they are receiving now would be offset by the

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SUBJECT: Language Use Award

increased retirement annuity. This solution has the further advantage of requiring few administrative allocations at a higher grade. If there is still some concern with advancing individuals to GS-14--one grade higher than our most senior non-supervisory grade--individuals who would be affected could be granted Special Achievement Awards in lieu of being advanced on the pay scale.

5. The PHILADELPHIA INQUIRER, 22 June 1986 (Attachment #1), carries a detailed article reporting and documenting the adverse effect the shortage of qualified linguists has on sensitive U.S. Government operations. It quotes Adm. Bobby Inman as saying this situation represented "a major hazard to our national security." Craig Wilson, DoD's director of intelligence personnel and training, cites a "dismal ignorance" of Third World languages. Senior DIA officers are also quoted decrying the language shortage in the Intelligence Community. The article also points to steps being taken by the Department of State and DoD to strengthen their language incentive programs. This INQUIRER article is typical of several that have appeared on the subject of foreign language shortages in the government.

6. In its 1983 annual report, the IC's Foreign Language Committee (FLC) identified a number of government-wide problems including the "lack of individuals skilled in the less commonly taught languages used in Africa, the Middle East, Southeast Asia...." The report noted that a GS-12 ceiling for linguist positions throughout the government "inhibits the recruitment and retention of highly qualified people..." The report also included data on incentive programs to recruit and retain language-qualified personnel in the Army, Navy, Air Force and Marines.

7. NSA has had in existence since 1982 a language incentive program that pays certified linguists bonuses ranging from \$25 to \$125 per pay period and applies to employees through GS-15--and sometimes beyond. A proposal to strengthen the present program has also been made. A copy of the NSA program description, with a summary provided, is Attachment #2.

8. DoD has submitted a draft legislative proposal to Congress establishing special pay for members who are proficient in a foreign language. It is requesting \$18.3 million for this purpose. (DoD's Craig Wilson advises that this proposal was to be a topic at the 18 July breakfast meeting between Casey and Weinberger.) A copy of the draft legislative proposal, with a summary of specifics, is Attachment #3.

9. In light of the above, it is recommended that any decision on the Language Use Award for FBIS Production Group Intelligence Officers be deferred pending a comprehensive study of the FBIS language situation

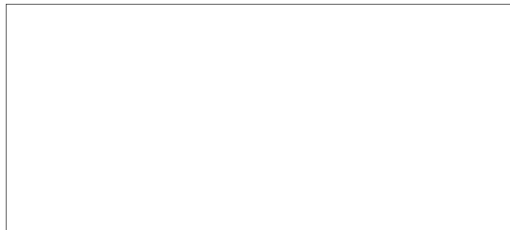
ADMINISTRATIVE - INTERNAL USE ONLY

SUBJECT: Language Use Award

relative to the rest of the Agency and the Intelligence Community. This study should ideally be conducted by an independent group under the auspices of the Agency's Language Task Force (LTF). The study group should specifically be charged with considering: a) the applicability to FBIS IOs of language award/incentive programs, or variations thereof, now used by other agencies; and b) the introduction of a two-tier language award program for the Agency--the present award system would apply, as it is now, to DO case officers in the field, OSO and OTS language specialists et. al., and a second tier of awards at a reduced level (by 30-50%) would be implemented for employees for whom language skill was one of the requirements for being hired. This latter tier would apply to OTE instructors as well as FBIS IOs. Such a program would go a long way toward providing equity in special payments to officers using foreign languages to varying degrees throughout the Agency--and the IC as well. One assumes that the DCI and the ExDir are as interested in monetary equity for language officers throughout the Community as they are within the Agency.

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Attachments



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DS&T/FBIS [redacted] (25Jul86)

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FBIS

SUPPLEMENTAL CLIPS: MONDAY, 23 JUNE 1986

PHILADELPHIA INQUIRER

22 JUNE 1986

Pg. C1

Linguist shortage said to harm U.S.

By Frank Greve
Inquirer Washington Bureau

WASHINGTON — A shortage of Berber translators helped kill Army Sgt. Kenneth T. Ford, U.S. intelligence experts say.

They say that intercepted Libyan diplomatic messages warning of the Berlin nightclub bombing in which Ford was killed April 5 went untranslated for several days because of an increasingly common problem: a scarcity of skilled linguists.

In fact, the discotheque attack, which provoked the U.S. bombing of Libya 10 days later, is but one of five recent military and intelligence setbacks in which the linguist shortage played a part.

The issue is not new. Five years ago Adm. Bobby R. Inman, then deputy director of the CIA, warned in congressional testimony that "steadily deteriorating language training capabilities" presented "a major hazard to our national security."

Today, top military, diplomatic and intelligence officials say they are convinced that crises with a linguistic angle are no fluke. They acknowledge what Craig L. Wilson, the Defense Department's director of intelligence personnel and training, calls "dismal ignorance" of Third World languages. They confess to policies that discourage foreign language experts, and admit critical and growing shortages of highly skilled linguists even in such common languages as French and German.

The problem was underscored in November when Soviet double-defector Vitaly Yurchenko announced before television cameras his intention to return to the Soviet Union after three months in CIA custody.

Speaking English so awkwardly that it dramatized his point, Yurchenko, the highest-ranking KGB official ever to defect, complained that "during these three horrible months for you I didn't have any chance to speak Russian. I was explained that they say there is a shortage of Russian-speaking translators."

Indeed, there is "a serious shortage of really competent Russian linguists at the agency," according to Donald F. Jameson, a retired senior Soviet operations officer at the CIA. "And you cannot really deal with an important case like Yurchenko unless you can do it in the man's native language," Jameson said in a recent interview.

One month before Yurchenko's exit, Soviet seaman Miroslav Medvid's freedom apparently was lost in the translation when he was returned to Soviet custody after jumping ship near New Orleans. Border Patrol officials and interpreter Irene Padoch disagreed on whether Medvid had been seeking asylum — a difficult question because Padoch was not fluent in Medvid's dialect, according to intelligence officials.

In two other cases, U.S. intelligence may have been breached by employees hired in part for their fluency in important difficult languages.

Larry Wu-tai Chin, "one of the best" Chinese translators at the CIA, could skim Chinese publications, interpret nuances in official documents and translate many Chinese dialects, according to a memorandum by his former boss, Cy Braegelmann.

Chin, so vitally competent that he was cleared for classifications above top secret, committed suicide in February after he was convicted of spying for more than 30 years for his native China.

In another spy case, Ronald W. Pelton, a former National Security Agency communications expert convicted earlier this month of selling U.S. secrets to the Soviet Union, probably would not have been hired in 1965, intelligence officials said, without a knowledge of Russian gained as an Air Force enlistee.

According to the Modern Language Association, skill in Russian is far rarer in the United States, where only about 28,000 students study Russian, than is skill in English in the Soviet Union, where it is studied by 10 million.

Even within the State Department's career Foreign Service, advanced language skills are in short supply. Only about 50 of its more than 4,000 Foreign Service personnel speak and read French with the fluency of a well-educated native, according to Ambassador Monteagle Stearns, who is studying the State Department's advanced language skills and urging reforms.

Hundreds more could be considered professionally competent in French, he said, but not so thoroughly fluent as to make native speakers fully comfortable.

By this standard, Stearns counts as fully fluent only about 30 Arabic speakers at the State Department, only 10 to 15 Chinese speakers and only about 10 Japanese speakers.

"In Russian, we don't have the counterpart of the Soviet second secretary who testified last month before a congressional committee on the Chernobyl disaster," he said. "We even have problems with German and Italian."

Variants of this problem persist:

At the U.S. Embassy in Manila, only one American employee, an economic attache, speaks any Tagalog, according to State Department records. English remains the official language, but without knowing Tagalog, a native tongue whose popularity has grown with Philippine nationalism, "you lose touch with the new generation and the insurgents, who, although they have adapted, started out as Tagalog speakers," according to Richard Kessler, a Philippine specialist at the Carnegie Endowment for International Peace in Washington.

At the U.S. Embassy in Islamabad, Pakistan, according to the State Department, no American speaks Pashtu, the language of 20 million tribe members in Afghanistan and northwest Pakistan. "That's a very crucial area, and you can't find out very much if you don't speak

CONTINUED NEXT PAGE

SHORTAGE...CONT.

Pashtu," said David Isby, a Washington military analyst who has studied the Afghan guerrilla rebellion against Soviet occupiers, which has been backed by Washington and supplied largely via Pakistan.

Even when skilled linguists are available in the Foreign Service, they are not necessarily posted where they are needed. Two speak Lingala, for example, a major tribal language of Zaire. One is currently stationed in Kingston, Jamaica, and the other in Paris, according to the State Department's personnel records.

A shortage of skilled linguists, said Inman, the retired admiral who now heads Microelectronics and Computer Technology Corp. of Austin, Texas, "means that you run a high risk of unpleasant surprises.

"Contrary to the common view that our knowledge of a foreign country comes from clandestine operations and electronic surveillance," Inman continued, "the bulk of our knowledge comes from open sources. By that I mean people who observe, who sit, who listen, who talk, who read the media, who know the mosques, the bazaars and the coffeehouses."

Although the Defense Language Institute in Monterey, Calif., teaches 61 languages, and the Foreign Service Institute in Rosslyn, Va., teaches 45, shortages persist of speakers of obscure and difficult languages, such as Berber and Pasato, Farsi, Urdu and Dari.

"It doesn't surprise me a hoot," said retired Army Lt. Gen. James A. Williams, director of the Defense Intelligence Agency (DIA) from 1981 to 1985, that problems in translating Berber apparently delayed warning of the Berlin disco attack.

The Washington Post reported on April 11 a delay of "several days" between interception of the Libyan message and the attack, citing an unidentified "highly placed government official." Germany's Deutsche Presse Agentur said the delay was caused "because decoding the radio messages took a long time."

In fact, according to U.S. and Israeli analysts familiar with the messages involved in the Berlin case, the major impediment was that they were in Berber, a language often used by Libyan diplomats to assure confidentiality.

"Given the volume of threats in Europe, and our reliance on contract

emigres for languages like Berber, you probably have no one working round the clock," Williams said. "If you're on contract, the drill is, 'Send it over in the morning and we'll have it by 5 o'clock.' That's vastly different from real-time translating fast enough to get a warning out to somebody."

"The whole Third World is a helluva problem," Williams continued. "We can turn out French, Russian, Spanish and German speakers, but that's not where the crises are. The crises are in the Middle East and Africa, strange places where you need linguists who can't get or maintain fluency very easily."

"It's real vexing," Williams said, "because when the gun goes off, you need them right then at 0400 and you need 'em in weird places on aircraft carriers and in the bowels of the Pentagon."

Yet the DIA, like the CIA and the State Department, actively discouraged such foreign language expertise, at least until recently.

In 1981 testimony to a House education subcommittee, for example, Williams predecessor, Maj. Gen. Richard X. Larkin, said that DIA would continue to stress "the prevailing Western languages of former colonial regions, which comprise most developing countries." The need to study national and tribal languages of the Third World would be "carefully studied," he said.

At the CIA there was "no bank of talent" to replace the retiring generation of translators hired after World War II, according to Inman.

"By the early '60s, except for one new spurt that came with the Peace Corps, language skill was often viewed as superfluous."

Both the State Department and the Defense Department now offer "critical language" bonuses of \$3,000 or more a year. The Defense Department wants an additional \$18 million next year, largely to improve the 13 percent re-enlistment rate of the Defense Language Institute's enlisted alumni. About \$30 million more is sought to turn the institute into a university-style foreign study center.

Retired CIA Soviet specialist Jameson said that a modest upturn in students studying foreign languages, first reported in 1985, didn't come soon enough. "The people we're missing now," he said, "are the ones who should have been hired 10 years ago."

SUBJECT: NSA's Foreign Language Incentive Program (FLIP)

1. In 1982 NSA established a Foreign Language Incentive Program to provide incentive bonuses to certified linguists working in designated language positions. (A list of these language positions is attached.) Some key points of the FLIP are:

- Bonuses range from \$25 per pay period to a maximum of \$125 per pay period.

- In general, voice analysts receive a higher bonus than graphic (documents) analysts, while multilinguists may receive as much as \$125/pay period.

- Skill level is also a determining factor in the size of the bonus.

- A person working in a designated language position who was hired because he had that language is eligible for a bonus.

- Incentive bonuses are available to all appropriate grade levels through GS-15. In certain cases, eligibility extends to personnel in grades GS-16 through GS-18.

- An individual may be paid a bonus for one primary language and up to two bonuses for additional languages for which there is an operational need.

- Individuals who volunteer to study one of the critical languages are given an achievement award of \$1,000 upon completion of the course at the 2 level.

2. Since 1982 NSA has taken steps to expand the FLIP to include more categories of personnel in the Program and is also looking at the possibility of increasing the bonus payments. In addition, an amendment now working its way through NSA will make it possible to pay newly hired linguists the FLIP bonus once they have passed a proficiency test, rather than having to wait for professional certification in their job specialities.

<u>Position Title</u>	<u>Track</u>	<u>Grade</u>	<u>Prof. Level</u>	<u>Bonus Per Pay Period</u>
*****NEW OCCUPATIONAL STRUCTURE*****				
124B - Expert SIGINT Linguist See 6f above	Graphic	16-18		
123B Senior Language Analyst	Graphic	13-15	3 2	\$50 -0-
122B Language Analyst	Graphic	5-12	3 2	\$50 -0-
124C - Expert Voice Linguist See 6f above	Voice	16-18		
123C Senior Voice Language Analyst	Voice	13-15	3 2	\$75 \$25
122C Voice Language Analyst	Voice	5-12	3 2	\$75 \$25
124D - Expert Cryptologic Linguist See 6f above	Graphic	16-18		
123D Senior Cryptologic Language Analyst	Graphic	13-15	3 2	\$50 -0-
122D Cryptologic Language Analyst	Graphic	9-12	3 2	\$50 -0-
124E - Expert Research Linguist See 6f above	Graphic	16-18		
123E Senior Language Research Analyst	Graphic	13-15	3 2	\$50
122E Language Research Analyst	Graphic	5-12	3 2	\$50 -0-
812B Language Intern and 822A Language Student in grades 5, 6, 7	Voice Voice Graphic Graphic	7,9,11	3 2 3 2	\$75 \$25 \$50 -0-

NATIONAL SECURITY AGENCY CENTRAL SECURITY SERVICE



PERSONNEL MANAGEMENT LETTER

published in advance of incorporation in the PMM;
file with PML 42-1982 in front of the 500 series.

PML 42-1982
Change 2

24 October 1984

FLIP BONUS FOR MEMBERS OF PROFESSIONAL QUALIFICATION COMMITTEES

1. Purpose. In recognition of the valuable service provided by members of the language Professional Qualification Examination (PQE) committees, this letter extends the FLIP bonus to those not already receiving it for use of the same language in their regularly assigned duties. To accomplish this, the language used in PQE service is considered a separate, secondary requirement of the individual's job for the duration of his or her active membership to commence on the first full pay period following the date of this PML.

2. Incentive Categories and Eligibility. The following eligibility criteria are summarized from PML 42-1982, (consult for details): performance standard of "E" or better on the latest performance appraisal; certification as professional linguist in the PQE language; and at least one year in an NSA language job. The \$125 per pay period maximum incentive applies. The incentive categories in paragraph 6 of PML 42-1982 are expanded to include:

a. PQE Service as a Multilinguist. An individual will receive \$25 per pay period for the PQE language for the duration of active membership on the committee when the following criteria are met:

(1) assigned to a position in a language
COSC;

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(2) certified in one or more languages for which there is an operational requirement, or certified in one language with at least a level 2 in a Class II language; and

(3) using one or more languages in his or her regular position duties and another language in PQE service.

b. PQE Service in the Use Category. An individual will be paid \$25 per pay period for the duration of the PQE Service when he or she is certified in the language for which he or she was selected for PQE service.

3. Selection. The Chairman of the Language Career Panel is the selection official for PQE committee membership. Service is voluntary and requires the concurrence of the individual's chief at office level. This establishes a secondary job requirement for the language regardless of COSC assignment. The LCP Chairman announces membership requirements in organizations with a language mission (DDO, NCS). Selection criteria for PQE Committee members are contained in the Language Career Panel Guidelines for the Conduct of the Language PQE System. In accordance with these guidelines, selection is based on the individual's knowledge, proficiency, and ability in the language, his or her experience in the mission area covered by the PQE assignment, and the need to have balance in committee membership to represent the full range of NSA activities in that language.

4. Procedures.

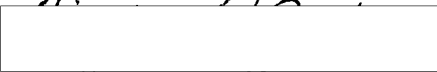
a. The LCP Chairman is responsible for giving M35Z timely written notification of the selected committee member's name, SSN, assigned organization, language test cycle, and inclusive dates of his or her committee appointment. M35Z must be given immediate notice if a person leaves the committee prior to the scheduled end of their appointment.

b. The LCP Executive ensures that all PQE committee members are provided a copy of this letter upon selection to the committee.

NOTE TO PQE MEMBERS. Should your PQE Language Membership terminate and you continue to receive FLIP bonus in error, you share in the responsibility with the LCP to notify the FLIP coordinator in M35Z, 982-7835. Overpayment of FLIP bonus is considered a debt owed the government and is subject to repayment

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unless waiver is granted in accordance with NSA/CSS Regulation 32-7. If your bonus is also based on use of the same language in your regularly assigned position, termination of PQE membership will not terminate your bonus.



Chief

M3

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NATIONAL SECURITY AGENCY CENTRAL SECURITY SERVICE



PERSONNEL MANAGEMENT LETTER

Published to clarify the impact on FLIP incentive bonus as the result of a certain type of detail. File with Ref. a. in Series 500 of the NSA/CSSPMM.

Number 22 -1983

31 October 1983

Reference: a. PML 42-1982, Foreign Language Incentive Program

b. PMM Chapter 332, Details

DETAILS INVOLVING FLIP BONUS RECIPIENTS

1. This letter alerts operating officials to a potential problem area concerning the detail of employees receiving Foreign Language Incentive Program (FLIP) payments. Of particular concern are details of employees to non-language positions in order to qualify or prepare them for assignment to a non-language job. Such details could result in the employee having to pay back the FLIP bonus.

2. One intent of FLIP is to keep people working in jobs that require the use of a foreign language. When an individual stops using that language and does not intend to resume its use, there is seldom any justification for continuing the FLIP payments. Reference a., PML 42-1982, FLIP, contains a summary of the content and purpose of the Agency's Language Incentive Program.

3. Please also note that all details in excess of 30 days should be documented in accordance with NSA/CSSPMM Chapter 332, Details. This is especially important to ensure that detailed employees receive proper credit for time served in a detailed status.

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4. If there is a question or assistance needed in determining whether or not an incentive payment should be continued, please contact the FLIP Project Manager in M3 (Wally Wahlbrink, 968-8773s). Personnel representatives in M31 and M35 will ensure that the Project Manager is aware of operational requests for details described in paragraph 1.



Chief,

M3

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PERSONNEL MANAGEMENT LETTER

Published in advance of incorporation in the NSA/CSSPMM. File with PML 42-1982, following Chapter 502. Retain until revised or rescinded.

PML Number 42-1982
Change Number 1

16 March 1983

UPDATE TO THE FOREIGN LANGUAGE INCENTIVE PROGRAM

This change is published to update information contained in the 2 December 1982 issuance of PML 42-1982:

a. Pay Caps. When PML 42-1982 was initially published the p cap was \$57,500; now it is \$63,800. Therefore, please delete \$57,500 from paragraph 7.d, and reference "Change No. 1." In the future, for the most current pay cap or related salary information, please use PMM Chapter 350, Wage and Salary Administration.

b. Part-time and Intermittent Employment, and Leave Without Pay. A more accurate and timely method of computing FLIP bonuses under these circumstances was used commencing with the E83 (26 February 1983) pay period: An incentive bonus shall be prorated and computed on a percentage basis relative to total payable hours worked to include annual and sick leave. Please annotate paragraph 7.e. to delete the old computation method and to reference the new method above.



Chief, M3

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PERSONNEL MANAGEMENT LETTER

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PML 42-1982
Supplement No. 1

2 December 1982

FOREIGN LANGUAGE INCENTIVE PROGRAM

1. Purpose. This supplement provides information to clarify incentive bonus values in the Language Proficiency Category (see basic PML, paragraph 6g(1)).
2. Clarification. This section differentiates between linguists who received their professional certification prior to October 1977 when only one certification was available, and those certified after that date when the two-track language certification (graphic and voice) became effective. For purposes of the FLIP, the following applies:
 - a. Linguists certified prior to the two-track system meet the proficiency requirement for voice and non-voice positions. The incentive bonus is determined by the language track for the COSC -- \$75 voice or \$50 graphic.
 - b. The incentive bonus is \$50 per pay period when the position is in a voice language COSC and the linguist is certified in the graphic track.
 - c. The incentive bonus is \$50 per pay period when the position is in a graphic language COSC and the linguist is certified in the graphic or voice track.
 - d. The incentive bonus is \$75 per pay period when the position is in a voice language COSC and the linguist is certified in the voice track or as set forth in a.

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3. Annotate. Paragraph 6g(1) should reference this Supplement.



Chief, ✓ M3

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PERSONNEL MANAGEMENT LETTER

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PML 42-1982

18 November 1982

Reference: NSA/CSS Directive 40-1 Language and Language Related Programs Pursuant to Section 10, National Security Agency Act of 1959, as amended, dtd 6 May 1982

FOREIGN LANGUAGE INCENTIVE PROGRAM

1. Purpose. This letter provides personnel policy and procedures for the implementation of the Foreign Language Incentive Program (FLIP).

2. Authority.

a. Statute- Section 10 of the National Security Act of 1959 (Public Law 86-36), is amended by Public Law 97-89, Section 602(b)(1) as follows:

"In order to maintain necessary capability in foreign language skills and related abilities needed by the National Security Agency, the Director, without regard to subchapter 55 of Title 5, United States Code, may provide special monetary or other incentives to encourage civilian cryptologic personnel of the Agency to acquire or retain proficiency in foreign languages or special related abilities needed by the Agency."

b. Agency Directive- The Foreign Language Incentive Program is established by NSA/CSS Directive 40-1, reference above. Annex C of this Directive applies to the FLIP, and states that the Deputy Director for Administration (DDA) shall administer the program. A copy of Annex C is enclosed.

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3. Definitions. The following are used to identify positions and incumbents of positions who are eligible for an incentive bonus pursuant to the reference:

a. FLIP position- an official work assignment the duties of which require the use of foreign language(s), including in the conduct of foreign liaison representation, and for which the Career Occupational Specialty Code (COSC), civilian grade, job number, and language(s) have been certified by competent authority.

b. Eligible employee- a civilian appointee of the NSA whose eligibility for an incentive bonus has been certified by the Director of Civilian Personnel and who is occupying an established FLIP position.

c. FLIP records- data maintained in official civilian personnel records (in the Electronic Data Processing System or hardcopy documents) and used as the basis to authorize DDPR to pay an incentive bonus. Data identify FLIP positions and employees' eligibility as pertains to performance, language test results, language training, work experience, and professional certification, including FLIP proficiency levels.

d. FLIP proficiency levels-

(1) Level 1 represents successful completion of a recognized course of study and attainment of the minimum acceptable score on the language proficiency test.

(2) Level 2 represents attainment of a passing score on the language proficiency test.

(3) Level 3 represents attainment of a passing score on the Professional Qualification Examination and certification as a professional linguist.

4. Policy. A foreign language incentive bonus shall be paid in accordance with the provisions of this letter to eligible employees who occupy a FLIP position and meet the eligibility criteria as of 21 November 1982. Thereafter, the incentive bonus shall become effective the first pay period following entry of eligibility data in FLIP records.

5. Scope and Applicability.

a. Eligible employees shall receive an incentive bonus commencing on the effective date of assignment to FLIP positions identified by category in paragraph 6, which includes language use, language proficiency, and multilingual use.

b. Implementation of the following incentive categories is pending subject to approval of procedures to staff requirements: language acquisition (see reference at 3b(2a and 2b)), and Special Related Abilities (see reference at 3c).

6. Incentive Criteria. To be eligible for an incentive bonus the employee must be assigned to a FLIP position and meet the proficiency level requirement for the incentive category, the experience requirement for a level 2 proficiency bonus in a voice language position and the performance standard. Eligibility requirements pertinent to the employee are discussed first, followed by identification of incentive categories, FLIP positions and the amount of incentive bonus authorized.

a. Voice Linguists level 2. Employees with level 2 proficiency in a voice language position must also have one year of experience in voice language work prior to becoming eligible for incentive bonus. In the case of military converttees from a Service Cryptologic Element, experience in voice language work as a military member is acceptable, provided that the individual has passed the appropriate Language Proficiency Test (LPT).

b. Performance Standard. Except for special cases which are detailed below, employees must attain and maintain a performance rating of Excellent or above to qualify for an incentive bonus:

(1) Promotion- employees who are promoted prior to receipt of an initial PPEC rating or who are promoted subsequent to receipt of the last PPEC rating shall receive an incentive bonus provided that they are otherwise eligible.

(2) Military converttees who enter on duty from a Service Cryptologic Element shall receive an incentive bonus during the period between EOD and issuance of an initial PPEC rating, provided that they are otherwise eligible. Subsequent to the initial rating, the performance standard shall apply.

(3) For the purposes of this PML a performance rating of "5" under the performance appraisal system which preceded PPEC is equivalent to an Excellent rating under the current PPEC system.

(4) Re-employed annuitants do not receive PPEC ratings. Performance requirements are met based on the justification which was submitted from the operating officials whose recommendation resulted in the annuitant's appointment. Requests from operating officials for extension or renewal of an appointment must address performance and language use in the job in order to continue the eligibility for an incentive bonus.

c. Interns and Student Assistants. The Career Occupational Specialty Codes for Interns (1231) and Student Assistants (1281) do not differentiate between voice and graphic language tracks. Further, time assigned to these COSCs does not always equate to work experience in the voice language track. Therefore, the records of interns and student assistants must be evaluated to determine when requirements have been met sufficiently to qualify the individual for an incentive bonus, and a determination made as to the amount authorized according to the language track and individual's proficiency level. This overview of records is the responsibility of the Language Career Panel (H114) for Language Interns and Career Development and Enhancement (M36) for Student Assistants.

d. Supervisors at the first and second echelon including branch level are eligible for an incentive bonus provided that they are otherwise eligible.

e. Managers at third echelon or higher, e.g. Chiefs and Deputies at Division level and higher (as organizations are structured in Operations) are not eligible, except that managers at field sites where foreign liaison representation is also a requirement of the position may receive an incentive bonus in that category.

f. Personnel at grade level 16 and above are limited to an incentive bonus for assignment to technical track positions. The language required shall not be the primary language for the position or the target language for the position. Senior Cryptologic Executives Service members are not eligible.

g. Incentive Categories. The following identifies FLIP positions by incentive category, COSC and incentive bonus amount as determined by the employees' proficiency level. It is emphasized that employees must meet appropriate eligibility requirements of a-f above, as well as occupy a FLIP position. An incentive bonus shall not be paid to an employee in two categories for the same or mutually intelligible language.

(1) Language Proficiency (reference at 3b(3)). FLIP positions in this category are titled in a language COSC and the associated language is the primary one used in the performance of duties assigned to the position. Therefore, only one primary language incentive is authorized. In addition to the employee's proficiency level, the amount of bonus is also determined by the use of voice or graphic language skills. For the reader who is not accustomed to the COSCs in the new Occupational Structure, COSCs used in the original structure are listed first, and COSCs in the new structure follow:

<u>COSC/POSITION TITLE</u>	<u>TRACK</u>	<u>GRADE</u>	<u>PROF. LEVEL</u>	<u>BONUS PER PAY</u>
1211 Cryptologic Linguist, see 6e	Voice	14-15	3	\$75
	Voice		2	\$25
	Graphic		3	\$50
	Graphic		2	-0-
see 6f		16-18		
1212 Language Research Analyst	Graphic	9-15	3	\$50
			2	-0-
1213 Language Analyst	Graphic	9-15	3	\$50
			2	-0-
1214 Voice Language Analyst	Voice	9-15	3	\$75
			2	\$25
1231 Language Intern	Voice	7-11	3	\$75
	Voice		2	\$25
	Graphic		3	\$50
	Graphic		2	-0-

<u>COSC/POSITION TITLE</u>	<u>TRACK</u>	<u>GRADE</u>	<u>PROF. LEVEL</u>	<u>BONUS PER PAY</u>
1241 Language Technician	Graphic	5-12	3	\$50
1242 Voice Language Technician	Voice	5-12	3 2	\$75 \$25
1281 Language Student Assistant		5-9	same as for 1231 above	
****NEW OCCUPATIONAL STRUCTURE****				
124B - Expert SIGINT Linguist See 6f above	Graphic	16-18		
123B Senior Language Analyst	Graphic	13-15	3 2	\$50 -0-
122B Language Analyst	Graphic	5-12	3 2	\$50 -0-
124C - Expert Voice Linguist See 6f above	Voice	16-18		
123C Senior Voice Language Analyst	Voice	13-15	3 2	\$75 \$25
122C Voice Language Analyst	Voice	5-12	3 2	\$75 \$25
124D - Expert Cryptologic Linguist See 6f above	Graphic	16-18		
123D Senior Cryptologic Language Analyst	Graphic	13-15	3 2	\$50 -0-
122D Cryptologic Language Analyst	Graphic	9-12	3 2	\$50 -0-
124E - Expert Research Linguist See 6f above	Graphic	16-18		
123E Senior Language Research Analyst	Graphic	13-15	3 2	\$50
122E Language Research Analyst	Graphic	5-12	3 2	\$50 -0-
812B Language Intern and 822A Language Student in grades 5, 6, 7	Voice Voice Graphic Graphic	7, 9, 11	3 2 3 2	\$75 \$25 \$50 -0-

(2) Multilinguists. This incentive category has two subcategories: use of more than one language as an integral element of the duties in a single position and the acquisition of a second or third language which is a Class 1 or Class 2 language. The first subcategory is effective in accordance with paragraph 4 above. The acquisition and maintenance category will be announced at a later date when procedures have been approved to staff requirements.

FLIP positions in this category must be titled in the Language Occupational Group and require the use of more than one foreign language. These are identified by operating officials, approved by the cognizant Group or Field Site Chief, and entered in FLIP records by the position classifier. In addition to an incentive bonus in the Language Proficiency Category (6.g1 above), a multilinguist is also entitled to \$25 per pay period for the use of each, but not more than two, additional languages in which he or she is Level 3 proficient. The total incentive payment is limited to \$125 per pay period.

(3) Language Use Incentive (ref. at 3b(1a and 1b)). FLIP positions in this incentive category are in two subcategories: technical disciplines in which the knowledge of the target country language is an integral element of the position, and foreign liaison representational duties where knowledge of the official language of the host government is important to the relationship.

(a) Target languages. Positions that require the use of a foreign language and that are titled in a non-language COSC in one of the following Occupational Groups: initial Occupational Structure, Group 10, 11, 13, 14, 15 and 16, and in the new Occupational Structure 11, 13, 14, 15, and 17. These positions are identified by operating officials, evaluated by position classifiers, and entered into FLIP records to reflect the language required in association with the primary COSC. To be eligible for an incentive, the employee must be certified level 3 proficiency in the associated language. The amount of incentive bonus is \$25 per pay period.

(b) Foreign Liaison Representatives. Positions are located at a foreign field site, and duties involve frequent business contact with representatives of a foreign government where conversational use of the official language of the host government is important to the relationship. The positions are identified by the Chief of the field site, reviewed by Staffing (M31) and entered in FLIP records. An employee assigned to a language COSC is eligible for an incentive in this category provided that the liaison is substantial and a continuing part of the job, and a bonus in this

category does not duplicate a bonus in another category for the same language or a mutually intelligible language. To be eligible for an incentive bonus the employee must demonstrate a conversational capability in the language and have attained a level 2 proficiency to receive \$25 per pay period, or have attained a level 3 proficiency to receive \$50 per pay period. The incentive shall be payable during the time the individual serves in the position, which normally is the duration of the overseas assignment. The following are ways in which an employee demonstrates a conversational capability:

- 1 Pass a spoken language test, or
- 2 Complete satisfactorily a conversational language course, or
- 3 For employees who are already in a representational FLIP position on the effective date of this PML and who have not met the requirement of 1 or 2 above, verification will suffice from the Chief of the Field Site to the Chief, Civilian Personnel that the employee is satisfactorily demonstrating a conversational capability.
- 4 For employees who report to the field after the effective date of the PML and who have not met the requirement of 1 or 2 above, the Chief of the Field Site may verify to the Chief of Civilian Personnel at any time after 90 days in the position that the employee is demonstrating the required conversational capability.
- 5 For purposes of 3 and 4 above, if the position is that of a Field Site Chief who is otherwise eligible, the rating supervisor is responsible for accomplishing the certification of demonstrated conversational capability.

(4) External Training- Eligible employees who are receiving an incentive bonus at the time they begin Agency-sponsored language training shall continue to receive the same bonus during training, provided the conditions below are met. Employees who are already in such training on the effective date shall also receive an incentive bonus provided that personnel records reflect the proper eligibility data. Records shall reflect that the conditions below as well as the eligibility criteria are applicable to the employee's status immediately prior to the time that he or she entered into training. The purpose of the training assignment must be to enhance language skills:

- (a) in the primary language for which an incentive bonus is authorized in the primary category 6g(1) above, or
- (b) in an additional language for which an incentive bonus is authorized in the multilingual category stated in 6g(2) above, or

(c) in a language for which an incentive bonus is authorized in the language use category 6g(3) including (a) target languages and (b) foreign liaison representatives, or

(d) in a foreign language required in a pending assignment for which the employee is the selectee, and

(e) in all of the above, there must be a reasonable expectation that when the employee returns to work status, he or she will use the enhanced skills in a FLIP position.

Once the training is complete, the duty assignment shall determine incentive bonus eligibility in accordance with the incentive category into which the FLIP position is placed and the employee's skill level.

(5) NCS Training - there shall be no loss of incentive bonus for attending language or non-language NCS training when the intent is that the employee return to a FLIP position.

7. Nature of Incentive Bonus and Relationship to Pay Entitlement and Limits. Monetary incentives authorized in the FLIP are in the nature of a bonus which is granted at the Agency's discretion. The eligibility criteria for incentive bonus shall be applied equally to all employees. However, eligibility for incentive bonus is not the same as an entitlement to pay pursuant to Title 5, United States Code, as follows:

a. Incentive bonus shall not be used in determining the maximum coverage for purposes of Federal Employee's Group Life Insurance (PMM Chapter 386).

b. Incentive bonus shall not be considered in determining the years of "high three" salary which is used to compute a retirement annuity (PMM Chapter 379).

c. Incentive bonus is taxable and such taxes will be withheld on a pay period basis.

d. Pay Caps and Limits. An incentive bonus is not counted in determining the maximum pay, which is subject to a cap of \$57,500 (Level V of the Executive Schedule pursuant to 5308 Title 5, U.S.C.). The incentive bonus is also not used in the calculation of the limitation on foreign post differential, which is applied in foreign areas pursuant to paragraph 552, Standardized Regulations of the State Department.

e. Part-time and Intermittent Employment, and Leave Without Pay. An incentive bonus shall be prorated and computed in 8 hour increments.

8. Review, Maintenance and Accuracy of Records. Systems Design and Analysis (M091) is responsible for developing computer software so that the Electronic Data Processing System (EDPS) will maintain FLIP records.

Lists reflecting current data were reviewed by operating officials to assure that the records reflect employees' eligibility and current job utilization. Employees must be eligible for an incentive bonus according to information in FLIP records. The incentive bonus shall be effective the first pay period following the entry of information in the FLIP record, and verification of the data to Payroll (N411) by the Chief, Personnel Operations (M35), or Chief, Staffing (M31).

a. Maintenance. EDPS will be used to the extent feasible to maintain and report data regarding eligibility for incentive bonus, and to report the information on a list certified by M3 to N4 (Payroll) on a pay period basis. Key Component Chiefs will be advised on a pay period basis when a change in data also results in a change to an individual's eligibility. Exceptions for certain field assignees shall be processed individually by Staffing, M31.

b. Accuracy of Records. It must be emphasized that the payment of appropriated funds for an incentive bonus makes the accuracy of employees' records a very important matter. Because performance is a key element of eligibility, timely submission of appraisals is required. Chiefs of Key Components will be provided notice of late performance appraisals. Further, all the rules apply regarding position classification and position management (PMM Chapter 350), authentication of personnel actions (PMM Chapter 301), and penalties for falsification of records (PMM Chapter 366).

[Redacted Signature Box]

Chief, M3

STAT

Encl:
a/s

DISTRIBUTION:
Special A

NATIONAL SECURITY AGENCY
CENTRAL SECURITY SERVICE
Fort George G. Meade, Maryland

NSA/CSS DIRECTIVE
NUMBER 40-1 (Change 1)

24 June 1982


LANGUAGE AND LANGUAGE-RELATED PROGRAMS
PURSUANT TO SECTION 10, NATIONAL SECURITY
AGENCY ACT OF 1959, As Amended

1. NSA/CSS Directive Number 40-1, dated 6 May 1982, is changed as follows:

a. Annex A. Remove the present annex and insert the attached revised annex.

b. Annex C. Remove the present annex and insert the attached revised annex.

2. This Directive and these changes are effective on 23 June 1982.


LINCOLN D. FAURER
Lieutenant General, USAF
Director, NSA/Chief, CSS

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Encls:
a/s

OPI: GC
DISTRIBUTION III

ANNEX C - NSA Language Incentive Program

1. Purpose: There is hereby established an NSA Language Incentive Program to encourage civilian cryptologic personnel to acquire, retain, or improve proficiency in foreign languages or special related abilities needed by NSA. The Incentive Program shall be restricted to languages for which NSA has an operational need or which have been designated as Class I or Class II languages. No incentive shall be paid solely for the completion of foreign language training. Employees and members of the Cryptologic Linguist Reserve who are in an active civilian status must meet established criteria in order to qualify for the individual incentives established under this program.

2. Definitions:

a. A Class I language is one:

- (1) in which NSA is manned at significantly less than the current required strength, and
- (2) for which there is an existing or anticipated intelligence requirement, or
- (3) which is necessary to the maintenance of a historical or current technical data base.

b. A Class II language is one:

- (1) in which NSA has virtually no capability, and
- (2) for which there is an existing or anticipated intelligence requirement, or
- (3) which is necessary to the maintenance of a historical or current technical data base.

c. Special-related abilities are those abilities that are used in the collection or analysis of communications in foreign languages that rely on an understanding of the language or a graphic component thereof but which do not meet the standards for qualification as a voice language technician, voice language analyst or graphic linguist. Examples include, but are not limited to, a voice or morse search or collection operator and a specialist in the graphic representation of a foreign language in other than its original form.

d. The individual proficiency levels are defined as follows:

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Dated 6 May 1982

(1) Level 1 represents successful completion of a recognized course of study and attainment of the minimum acceptable score on the language proficiency test.

(2) Level 2 represents attainment of a passing score on the language proficiency test.

(3) Level 3 represents attainment of a passing score on the Professional Qualification Examination and certification as a professional linguist.

3. Incentive Criteria:

a. General:

(1) Performance Rating: Payment of an incentive is contingent upon the attainment and maintenance of a performance rating of "excellent" or better, or any subsequently established equivalent rating.

(2) Eligible Grade Levels: Incentives shall be available to all appropriate and otherwise eligible grade levels through GG-15. Eligibility for incentives for grades GG-16 through GG-18 or equivalents shall be limited to individuals assigned to technical track positions and to languages which are not the primary language for linguists or the target language for other Agency personnel authorized an incentive under paragraph 3.b.(1)(a).

(3) Incentive Limits:

(a) Multiple Languages: An individual may be paid no more than one incentive for a primary language and no more than two incentives for additional languages for which there is an operational need or which are Class I or Class II languages. In no case shall the individual receive more than \$125 per pay period.

(b) Mutually Intelligible Languages: An individual may not receive an incentive for a language which is mutually intelligible to the language for which the individual is already receiving an incentive. A list of mutually intelligible languages is available from the Language Panel.

b. Incentive Categories:

(1) Language Use Incentives:

(a) Cryptanalysts, intelligence analysts and personnel in other technical disciplines where a knowledge of the language of the target country is an integral element of the

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position who attain a Level 3 proficiency in that language: \$25 per pay period. The position description must contain the requirement that the language of the target country is an integral element of the position in order for an individual to be eligible for this incentive. This incentive is payable for as long as the individual occupies such a position.

(b) Foreign liaison representatives who are stationed in a foreign country, who conduct frequent business with representatives of a foreign government where a knowledge of the official language of the host government is important to the relationship and the individual attains a minimum of a Level 2 proficiency with a demonstrated conversational capability or a Level 3 proficiency with a demonstrated conversational capability: Level 2 - \$25 per pay period for the period of the overseas assignment; Level 3 - \$50 per pay period for the period of the overseas assignment. This incentive is limited to individuals assigned to foreign liaison positions that are not linguist positions. Persons assigned to linguist positions at foreign liaison posts that do not involve substantial representational duties are not eligible for this incentive but are eligible for the applicable Language Proficiency Incentive. This incentive is payable for the period of the overseas assignment.

(2) Language Acquisition Incentives:

(a) Agency personnel in professional disciplines who attain a Level 3 proficiency in a Class I language and who agree to maintain that proficiency: \$25 per pay period. This incentive is limited to specified languages within the Class I language category and to the specified number of language slots as determined pursuant to paragraph 4.a.(3)(c). Individuals must obtain a qualifying score on the Language Aptitude Test in order to obtain one of the available language slots. Individuals must agree to periodically update their skill in accordance with guidelines established by DDO and ADT.

(b) Agency personnel who acquire at least a Level 2 proficiency in a Class II language and who agree to maintain that proficiency: a one-time cash award of \$1000 and \$25 per pay period for a specified period. This incentive is limited to languages in the Class II category and to the specified number of language slots as determined pursuant to paragraph 4.a.(3)(c). This incentive is limited to personnel who currently do not have a capability in the specific language who agree to acquire such a capability and who subsequently meet the requirements of this subsection. Individuals must attain a qualifying score on the Language Aptitude Test in order to obtain one of the available language slots. The cash award and incentive are payable upon attainment of the Level 2 proficiency. The incentive shall be

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payable for a period of five years provided the recipients periodically update their skill as required in accordance with guidelines established by DDO and ADT.

(c) Multilinguists who have obtained a Level 3 proficiency in a language for which NSA had an operational requirement, are currently in a linguist position, and who acquire a Level 3 proficiency in an additional language for which there is an operational need and which is an integral element of the position or is a Class I language or a Level 2 proficiency in a language designated as a Class II language: \$25 per pay period per language subject to a limit of two such language. Individuals must agree to periodically update such languages in accordance with guidelines established by the DDO and ADT.

(3) Language Proficiency Incentive:

(a) Graphic linguists in a language for which NSA has an operational requirement who have attained a Level 3 proficiency, are certified as a professional in that language and who are currently in a linguist position that requires that language: \$50 per pay period.*

(b) Voice linguists in a language for which NSA has an operational requirement who have obtained a Level 3 proficiency, are certified as a professional in that language and who are currently in a voice transcriber position that requires that language: \$75 per pay period.*

(c) Voice language technicians in a language for which NSA has an operational requirement who have completed an acceptable course of language training, worked as a voice language technician for a minimum of one year prior to receipt of an incentive, attained a Level 2 proficiency, and who are currently in a voice language technician position that requires that language: \$25 per pay period.*

(4) Special Related Abilities Incentive: The Director, NSA, may approve an incentive for Agency personnel who are assigned

*Language Interns who otherwise qualify for these incentives are also eligible to receive them. In all cases, the incentive is only applicable for as long as the individual continues to occupy the position to which the respective incentive is applicable. An individual may qualify for only one Language Proficiency Incentive.

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Dated 6 May 1982

to operational positions that require special-related abilities provided such an incentive is necessary to encourage such personnel to acquire, retain or upgrade such skills subject to attainment of an established level of proficiency and an incentive of no more than \$25 per pay period.

4. Responsibilities

a. The DDA shall:

- (1) Administer the incentive program. /
- (2) Program the funds for the NSA Incentive Program.
- (3) Upon the recommendation of the DDO and with the approval of the Director, NSA:
 - (a) designate those categories of personnel eligible for incentives related to the acquisition or retention of proficiency in foreign languages or special related abilities needed by the Agency;
 - (b) designate those foreign languages and special related abilities which make employees eligible to receive incentives when the employees meet the appropriate criteria;
 - (c) designate the number of language slots for Class I and Class II languages applicable to Language Acquisition Incentives, and
 - (d) determine the periods during which incentives for each language shall be authorized.
- (4) With the approval of the Director, NSA:
 - (a) establish criteria which must be met by designated personnel to be eligible to receive incentives.
 - (b) set the amount of incentives to be received by eligible employees.

b. The DDO shall recommend to the DDA:

- (1) those categories of personnel to be designated eligible for incentives related to the acquisition or retention of proficiency in foreign languages or special related abilities needed by the Agency;
- (2) (a) those foreign languages and special related abilities to be designated as making employees eligible to receive incentives when the employees meet the appropriate criteria; and
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Dated 6 May 1982

(b) the number of language slots for Class I and Class II languages applicable to Language Acquisition Incentives.

(3) the periods during which incentives for each language shall be authorized.

c. The DDO and ADT shall establish guidelines for the maintenance of languages acquired under the Language Acquisition Incentive program.

d. The DDPR shall:

(1) review the number of language slots established for Class I and Class II languages applicable to Language Acquisition Incentives.

(2) advise as to the availability of funds for the Language Incentive Program.

5. Transfer

The Chief of Civilian Personnel may transfer any employee having the required proficiency in a Class I or Class II language and receiving an incentive in that language to a position for which that language is required and for which there is an immediate operational requirement as determined by the DDO.

Annex C to
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Dated 6 May 1982

SUBJECT: Draft of Legislative Proposal to Authorize Special Pay for
Members of the Armed Forces Who Are Proficient in a Foreign
Language

1. The Department of Defense has submitted a draft of legislation for consideration of the Congress that would authorize special pay for members of the armed forces who are proficient in a foreign language. If approved, the special pay would be available to all eligible members of the armed services.

-- The bill seeks \$18.3 million for incentive pay for all the services.

-- Purpose is to maintain and enhance the foreign language capabilities of the armed forces, including reserve components.

-- Members must possess a military speciality that requires proficiency in a foreign language; the member must have received formal training designed to develop proficiency; or the member must be proficient in a foreign language for which the Secretary may have a critical need.

-- The amount of pay received is contingent upon the level of proficiency.

-- The maximum amount of special pay would not exceed \$250/month.

-- The programs would be administered by the individual Secretaries.

-- The \$18.3 million is the projected cost of the special pay for FY-87, with subsequent increases of approximately 10 percent per year after the program has begun.

2. At the present time, the House Armed Services Committee took no action on the proposed legislation, the Senate Armed Services Committee marked the bill at \$7.3 million and set the rate of compensation at \$100/month. DoD is now lobbying interested members of the House and Senate to push for approval and restore the authorization to the original \$18.3 million.

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May 20, 1986

Honorable James C. Miller III
Director, Office of Management
and Budget
Washington, D.C. 20503

Dear Mr. Miller:

The attached legislative proposal, DoD 99-158, "To amend chapter 5 of title 37, United States Code, to authorize special pay for members of the armed forces who are proficient in a foreign language," is forwarded for-review in accordance with Office of Management and Budget Circular A-19.

The Department of Defense FY '87 budget submission includes funding in the legislative contingency account to accommodate this proposal.

Advice is requested as to the relationship of the proposal to the program of the Administration.

Sincerely,

[Redacted Signature]

H. Lawrence Garrett, III

STAT

Enclosure

DA 41-151



DEPARTMENT OF THE ARMY
WASHINGTON, DC 20315

Honorable Thomas P. O'Neill, Jr.
Speaker of the House of Representatives
Washington, D.C. 20515

Dear Mr. Speaker:

Enclosed is a draft of legislation "To amend chapter 5 of title 37, United States Code, to authorize special pay for members of the armed forces who are proficient in a foreign language."

The proposal is part of the Department of Defense legislative program for the 99th Congress, and the Office of Management and Budget advises that, from the standpoint of the Administration's program, there is no objection to the presentation of this proposal for the consideration of the Congress. The Department of the Army has been designated the representative of the Department of Defense for this legislation. The Army recommends that the proposal be enacted by the Congress.

Purpose of the Legislation

The purpose of the proposal is to maintain and enhance the foreign language capabilities of the armed forces of the United States. This proposal would authorize special linguistic pay for those members of the armed forces, including the reserve components, who the Secretaries concerned have certified within the last 12 months as being proficient in a foreign language identified by the Secretary of Defense as necessary for the national defense, provided the member meets one of the following criteria: 1) the member possesses a military specialty that requires proficiency in a foreign language; 2) the member is assigned by competent authority to military duties determined by the Secretary concerned to require proficiency in a foreign language; 3) the member has under regulations prescribed by the Secretary concerned, received formal training designed to develop proficiency in a foreign language; or 4) is proficient in a foreign language for which the Secretary may have a critical need.

Since the purpose of the special pay is to maintain and enhance language proficiency the amount of special pay to which the member is authorized is contingent upon the language proficiency level the member has attained, as certified by the Secretary concerned. The language proficiency level will be established by regulations issued by the Secretaries concerned calculating the member's reading, listening, and speaking abilities of a foreign language.

Using the language proficiency level as the standard, the special pay would vary between individuals based upon the language proficiency level attained. The maximum amount of the special pay will not exceed \$250 per month.

The ability of the armed forces to respond effectively to any global contingency mandates that we have the forces available to effectively interact with our allies and the local population as well as our adversaries. Rapidly fluctuating world situations rarely allow the time necessary to provide sufficient language training for our military forces; yet in combat, there is no greater weapon in a soldier's arsenal than the ability to relay orders and information quickly and efficiently. The special linguistic pay is designed to increase the foreign language capability of those armed forces members who must be proficient in a foreign language and to expand the pool of individuals proficient in the less common languages.

Proficiency in a foreign language is a unique skill that often requires considerable study and effort; yet that skill will quickly atrophy and perish unless it is frequently refreshed. The present proposal provides a monetary incentive for armed forces members to maintain and enhance that proficiency. Currently, the Department of State, the National Security Agency, and the Central Intelligence Agency have special pay programs designed to motivate their personnel to maintain and enhance their foreign language proficiencies. By providing special pay for those proficient in specified foreign languages, the armed forces would be placing the responsibility on the individual member to use both military and civilian training opportunities to maintain his skills. This concept fosters initiative, self motivation, and, by utilizing personnel already in the armed forces, would result in a significant enhancement of the foreign language proficiency of the armed forces with a minimum outlay of capital or other resources.

Cost and Budget Data

The cost data reflects the projected cost of the special pay in millions of dollars. Since the special pay would be awarded to a limited group of individuals according to the degree of proficiency developed, the number of personnel eligible for the maximum foreign language proficiency pay will initially be very limited. The projected cost for the proposed special pay for foreign language proficiency is as follows:

\$ IN MILLIONS

	<u>FY-87</u>
Army	9.66
Navy	1.17
Marine Corps	.46
Air Force	7.01
TOTAL	<u>18.3</u>

It is projected that the cost will increase by approximately 10 percent per year as proficiency levels become enhanced and former active component linguists presently assigned to the Reserve components qualify for the award.

Sincerely,

Enclosure

A F I L L

To amend chapter 5 of title 37, United States Code, to authorize special pay for members of the armed forces who are , proficient in a foreign language.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That Chapter 5 of title 37, United States Code, is amended (a) by adding at the end thereof the following new section:

"§316. Special pay: foreign language proficiency pay

"(a) a member of the armed forces who--

"(1) is entitled to basic pay;

"(2) has been certified by the Secretary concerned within the past 12 months to be proficient in a foreign language identified by the Secretary of Defense as necessary for the national defense; and

"(3) (A) is qualified in a military specialty requiring such proficiency; or
(B) received training, under regulations prescribed by the Secretary concerned, designed to develop such proficiency; or
(C) is assigned to military duties requiring such a proficiency; or
(D) is proficient in a foreign language for which the Secretary concerned may have a critical need;

may be paid special pay in addition to any other pay or allowance to which the member is entitled in the

amount set forth in subsection (b).

"(b) The monthly rate for special pay under subsection (a) of this section shall not exceed \$250. The amount of special pay which the member may be paid under this section may not be included in computing the amount of any increase in pay authorized by any other provision of this title in computing retired pay, separation pay, severance pay or readjustment pay.

"(c) Under regulations prescribed by the Secretary concerned and to the extent provided for by appropriations, when a member of a reserve component of the armed forces, or of the National Guard, who is entitled to compensation under section 206 of this title, fulfills the criteria for special pay as described in subsection (a), except the requirement of (a)(1), the member may be paid an increase in compensation equal to 1/30th of the monthly special pay authorized by subsection (b) of this section for the performance of that duty by a member who is entitled to basic pay. He is entitled to the increase for as long as he is qualified for it, for each regular period of instruction, or period of appropriate duty, at which he is engaged for at least two hours, including that performed on a Sunday or holiday, or for the performance of such other equivalent training, instruction, duty or appropriate duties, as the Secretary may prescribe under section 206(a) of this title. This section does not apply to a member who is entitled to

basic pay under section 204 of this title.

"(d) This section shall be administered under regulations prescribed by the Secretary of Defense for the armed forces under his jurisdiction and by the Secretary of Transportation for the Coast Guard when the Coast Guard is not operating as a service in the Navy."; and

(h) the table of sections at the beginning of such chapter is amended by adding after the item relating to section 316 the following new item:

"316. Special pay: foreign language proficiency pay.".